

Message Text

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TO SECSTATE WASHDC 0415

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NESCO

E. O. 11652: N/A

TAGS: AORG, UNESCO

SUBJECT: OUTLINE OF DIRECTOR GENERAL M'BOW'S
REORGANIZATION OF UNESCO

SUMMARY: FIRST DETAILED INDICATIONS OF DG M'BOW'S
COURSE OF ACTION CONCERNING ORGANIZATIONAL RESTRUCTURING
OF UNESCO WERE PROVIDED BY A SERIES OF MEMORANDA ISSUED
BY M'BOW BEGINNING JUNE 5 FOR INTERNAL
CIRCULATION AMONG SECRETARIAT PERSONNEL ONLY.

PERMDEL WOULD UNDERLINE THAT THESE MEMORANDA PROVIDE
BASIS FOR INCOMPLETE AND INDEED ONLY TENTATIVE READING
ON RE-STRUCTURING. DG M'BOW SEEMS TO BE PROCEEDING
WITH FLEXIBLE AND PRAGMATIC APPROACH TO REORGANIZATION,
ALERT TO REALITIES OF SECRETARIAT AS WELL AS MEMBER
STATE REACTIONS. GENERAL ORIENTATION SEEMS TO BE IN
THE DIRECTION OF EVEN TIGHTER INTER-SECTORAL COORDINA-
TION, STREAMLINED SECTORS, AND SPECIAL FOCUS ON IN-
CREASED EFFICIENCY IN EXECUTION OF PROJECTS (UNDP AND
REGULAR PROGRAM-FINANCED) INCLUDING INSTITUTION OF
EVALUATION AND PLANNING MECHANISMS THAT THE US HAS CON-
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SISTENTLY FAVORED. DEPUTY PERMREP CARRYING COPIES OF

DG M'BOW MEMOS (FRENCH LANGUAGE) OF WHICH HIGH POINTS GIVEN BELOW WITH OUR COMMENTS. END OF SUMMARY.

1. BROAD OUTLINES - EXISTING "DEPARTMENTS" WITHIN SECTORS WILL BE ELIMINATED AND BE CONSOLIDATED INTO LARGER "DIVISIONS" THAT WILL BE THE BASIC UNITS OF EACH SECTOR. COMMUNICATIONS SECTOR WILL BE ELIMINATED AS A SEPARATE SECTOR AND FINAL DISPOSITION OF THIS SECTOR'S UNITS WILL BE TAKEN AT A LATER DATE. AN IMPORTANT NEW SECTOR -- COOPERATION FOR DEVELOPMENT AND EXTERNAL RELATIONS (COOPEREX) -- WILL BE CREATED (DETAILS BELOW) WHILE PREVIOUS SECTORS FOR EDUCATION, SCIENCE, AND SOCIAL SCIENCES, HUMANITIES AND CULTURE WILL CONTINUE. THE ADMINISTRATION SECTOR WILL LIKELY CONTINUE ALTHOUGH WITH SEVERAL OF ITS UNITS GOING OVER TO THE NEW COOPEREX SECTOR.

2. IN A MAJOR INNOVATION, EACH SECTOR WILL HAVE TWO DEPUTY ASSISTANT DIRECTORS GENERAL (DADG); BOTH GENERALLY TASKED WITH BETTER INTRA-AND INTER-SECTORAL "COHERENCE OF ACTION" BUT ONE RESPONSIBLE IN PARTICULAR FOR COORDINATION AND SUPERVISION OF OPERATIONAL ACTIVITIES AND THE OTHER FOR COORDINATION AND INTERNAL EVALUATION OF REGULAR PROGRAM ACTIVITIES. SHC SECTOR IS TO HAVE THREE DADG'S; REASONS NOT GIVEN BUT LIKELY REFLECTING COMPLEX MAKE-UP OF THIS SECTOR AND POSSIBLE INTEGRATION OF PART OF THE EXISTENT "INFORMATION" (COMMUNICATIONS) SECTOR INTO SHC. THE DADG'S, ACCORDING TO M'BOW'S MEMO, WILL BE APPOINTED FROM AMONG CURRENT D-2'S -- HEADS OF DEPARTMENTS UNDER THE TRADITIONAL STRUCTURE -- FROM AMONG WHICH THE CURRENT ADG'S ARE TO PROPOSE CANDIDATES BEFORE JUNE 15. FURTHER, IN LINE WITH CREATING NEW DIVISIONS AS THE BASIC UNIT IN EACH SECTOR, ADG'S IN COLLABORATION WITH THE EXISTING PERSONNEL BUREAU AND THE DIVISION OF ORGANIZATION AND METHODS ARE TO BEGIN STUDYING POSSIBILITIES OF REDEPLOYMENT OF EXISTING SERVICES IN ORDER TO REALIZE WITHIN THE NEW DIVISIONS THE MOST RATIONAL DISTRIBUTION OF WORK AND INTERNAL COHESION.

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COMMENT: PERMDEL SOUNDINGS INDICATE THAT THE PRESENT COMMUNICATIONS SECTOR ACTIVITIES WILL BE ABSORBED INTO THE EDUCATION AND SHC SECTORS; CONFIRMATION AND DETAILS ARE LIKELY TO BE SET FORTH IN A FUTURE STAFF CIRCULAR MEMO.

3. COOPEREX - ESTABLISHMENT OF THIS NEW SECTOR IS THE SINGLE MOST IMPORTANT INNOVATION KNOWN SO FAR IN

M'BOW'S REORGANIZATION PLAN. TO BE HEADED BY DRAGOLJUB
NAJMAN (YUGOSLAV) SERVING AS AN AD INTERIM ADG, SUB-
JECT TO CONFIRMATION -- VIRTUALLY CERTAIN -- LATER THIS
YEAR. COOPEREX, ACCORDING TO M'BOW'S JUNE 5 MEMO, WILL

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HAVE BROAD RESPONSIBILITY FOR THE WHOLE OF THE
ORGANIZATION'S OPERATIONAL ACTIVITIES CHARGED WITH
REGULAR EXAMINATION OF ALL ACTIVITIES, ACTUAL OR
PLANNED, IN ORDER TO IDENTIFY AND SOLVE PROBLEMS.
APPARENTLY COOPEREX WILL ORGANIZE ON A REGIONAL AND
COUNTRY-UNIT BASIS; CONSISTENT WITH THE NEW EMPHASIS
ON "PROGRAMMING BY COUNTRY".

4. SPECIFICALLY COOPEREX IS INTENDED TO ACT AS
PRINCIPAL LIAISON FOR UNESCO WITH A) MEMBER STATES --
INCLUDING COORDINATION OF PROJECTS AND PARTICIPATION
PROGRAM ACTIVITIES IN EACH COUNTRY, THEIR PERMANENT
DELEGATIONS IN PARIS AND THEIR NATIONAL COMMISSIONS;
B) OTHER UN AGENCIES, GOVERNMENTAL AND NON-GOVERNMENTAL
INTERNATIONAL ORGANIZATIONS, INCLUDING LIBERATION
MOVEMENTS AS WELL, PARTICULARLY WITH THE UNDP, WORLD
BANK AND THE REGIONAL DEVELOPMENT BANKS AND C) PREPARA-

TION OF THE BI-ANNUAL REPORTS OF THE DG
ON UNESCO ACTIVITIES AND REPORTS TO GOVERNMENTS ON
FIELD PROJECTS. ACCORDING TO THE DG'S MEMO, THE CURRENT
BUREAU OF RELATIONS WITH MEMBER STATES AND INTERNATIONAL
ORGANIZATIONS (RMO) WILL BE ABSORBED INTO THE NEW
COOPEREX SECTOR. PARTICULAR EMPHASIS APPARENTLY WILL BE
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PLACED ON MUCH TIGHTER COORDINATION -- EXTENDING
TO PARALLEL USE OF THE "PROGRAMMING BY COUNTRY"
METHOD -- WITH THE UNDP. HOWEVER MORE CONCRETE
DEFINITION OF COOPEREX'S FUNCTIONS AWAITS THE DG'S
DECISIONS ON PROPOSALS TO BE SUBMITTED IN TWO MONTHS BY
ITS ACTING ADG IN CONSULTATION WITH A NEW COMMITTEE FOR
OPERATIONS COORDINATION (SEE BELOW).

5. IN ADDITION TO EXISTING SUB-UNITS OF RMO, THE
NEW COOPEREX IS ENVISIONED TO COMPRISE A DIVISION OF
EXTERNAL RELATIONS (REX) AND A DIVISION OF COORDINATION
OF FINANCING SOURCES (CSF); THE LATTER TO CONCENTRATE
ON RELATIONS WITH UNDP AS WELL AS OTHER MULTILATERAL
FINANCIAL AGENCIES, (INTER ALIA UNICEF, UNPAF, UNEP,
UNFDAC, IBRD). FURTHER, A NEW DIVISION WILL BE CREATED
FOR RECRUITMENT AND ADMINISTRATION OF FIELD PERSONNEL.

6. COOPEREX AND INTERSECTORAL COORDINATION - LINKED TO
AND PRESIDED OVER BY THE ADG FOR COOPEREX WILL BE A
COMMITTEE FOR OPERATIONS COORDINATION (COC), COMPRISING
DEPUTY ADG'S FROM EACH SECTOR, TO ENSURE EFFECTIVE
PARTICIPATION BY ALL SECTORS IN OPERATIONAL ACTIVITIES.
ADDITIONALLY, WITHIN EACH SECTOR WILL BE A UNIT SPECI-
FICALLY RESPONSIBLE FOR SECTOR OPERATIONAL ACTIVITIES.
FURTHER DEFINITION OF THESE NEW SECTORAL OPERATIONS
UNITS WILL DEPEND ON RECOMMENDATIONS OF THE RESPECTIVE
ADG'S BUT M'BOW'S MEMORANDUM ENVISIONS SUB-DIVISION OF
THESE UNITS ACCORDING TO ACTIVITIES BY GEOGRAPHIC
REGION; EACH SUB-DIVISION WORKING CLOSELY WITH THE
CORRESPONDING UNIT IN COOPEREX.

7. INTER-SECTORAL COORDINATION -- OUTSIDE OF COOPEREX
AND ITS COC, ANOTHER INNOVATION IS THE CREATION OF A
COMMITTEE FOR INTERSECTORAL COOPERATION (CCI), COM-
PRISING OF DEPUTY ASSISTANT DIRECTORS GENERAL OF ALL
SECTORS, WHICH WILL EXAMINE EXISTING INTERSECTORAL
COORDINATING MECHANISMS AND DRAFTING OF PROPOSALS FOR
THEIR IMPROVEMENT. THE CCI WILL MEET REGULARLY -- AT
LEAST THREE TIMES A MONTH -- AS WILL THE COMMITTEE FOR
OPERATIONS COORDINATION IN COOPEREX.

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8. NEW BUREAU STUDIES AND PROGRAMMING (BEP) - AS A SUCCESSOR TO THE CURRENT OFFICE OF PREPROGRAMMING BUT TO BE TAKEN OUT OF THE ADMINISTRATIVE SECTOR, NEW BUREAU OF PROGRAMMING AND STUDIES WILL BE ESTABLISHED TO REPORT DIRECTLY TO THE DG. THIS NEW UNIT (TO BE HEADED BY JEAN KNAPP, FRENCH) IS INTENDED TO PREPARE THE SHORT-TERM (C/5) AND MEDIUM TERM (C/4) PROGRAM DOCUMENTS ENTAILING, ACCORDING TO M'BOW'S DIRECTIVE, ORGANIZATION OF THE SECRETARIAT'S WORK AND ACTIVITIES BY "METHODICAL ORIENTATION" AND THE FIXING OF NORMATIVE INDEXES AND STANDARDS AND DEVELOPMENT OF MECHANISMS FOR IMPROVED INTERSECTORAL COORDINATION. ADDITIONALLY, THE OPERATIONALLY-RELATED SIDE OF BEP WILL MAKE PROPOSALS FOR THE INTEGRATION OF UNESCO PROGRAMMING INTO ACTIVITIES UNDERTAKEN BY THE UN AGENCIES AS A WHOLE. BEP WILL HAVE ANOTHER MAIN AREA OF RESPONSIBILITY: GENERAL STUDIES BEARING ON THE ANALYSIS OF "MAJOR WORLD PROBLEMS" AND THEIR INTER-RELATIONSHIPS WITH SPECIFIC REFERENCE TO THE FORMULATION

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OF UNESCO PROGRAMMING. BEP'S MAIN SUBDIVISIONS WILL ACCORDINGLY BE A PROGRAMMING SERVICE (TO BE HEADED BY KLAUS BAHR, FRG) AND A GENERAL STUDIES SERVICE. BEP WILL ALSO PROVIDE STAFF SUPPORT TO THE NEW INTERSECTORAL COORDINATION COMMITTEE AND FURTHER, AFTER CONSULTATION WITH BUDGETARY AND FISCAL SERVICES, SUBMIT AN IN-DEPTH REPORT BY NOVEMBER 1 TO THE DG ON WHETHER OR NOT A NEW UNIT FOR ANALYTICAL BUDGETARY FORECASTING WITH REFERENCE TO SETTING PROGRAM PRIORITY OBJECTIVES SHOULD BE ESTABLISHED. FURTHER DEFINITION OF BEP'S FUNCTIONS WILL BE SET OUT BY THE DG BY JULY 15.

COMMENT: WHILE THE ABOVE INDICATIONS ARE ONLY PRELIMINARY AND FAR FROM COMPLETE, PERMDEL CONSIDERS IT HIGHLY POSITIVE THAT DG M'BOW IS TAKING ON AT OUTSET OF HIS TENURE THE DIFFICULT BUT ESSENTIAL TASK OF UNESCO'S RESTRUCTURING AND ESPECIALLY THAT HIS APPARENT EMPHASIS IS ON TIGHT COORDINATION, EVALUATION AND MORE RATIONAL USE OF UNESCO RESOURCES, HUMAN AS WELL AS MATERIAL, BY MEANS OF MODERN MANAGERIAL PLANNING TECHNIQUES. ACCORDING TO THE HEAD OF UNESCO'S PRESENT ORGANIZATION AND METHODS DIVISION (GRAUMAN, US), M'BOW'S PROPOSALS RE INTERSECTORAL COORDINATION CAN LIMITED OFFICIAL USE

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CORRECT THE ABSENCE HITHERTO OF REGULAR EXCHANGES BETWEEN ADG'S AND LACK OF CONSULTATION THAT LEAD TO COSTLY DUPLICATION OF EFFORT. IT IS LIKELY THAT IN ADDITION TO THE INCREASED EMPHASIS ON SYSTEMATIC EVALUATION OF PROGRAM ACTIVITIES WHICH M'BOW'S INITIAL DIRECTIVE INDICATES, A NEW INSPECTION AND EVALUATION UNIT -- DRAWING STAFF FROM THE PRESENT INTERNAL AUDIT UNIT -- WILL BE ESTABLISHED OUTSIDE OF THE ADMINISTRATIVE SECTOR AND REPORTING TO THE DG DIRECTLY. PERMDEL NOTES THAT M'BOW REPORTEDLY FOLLOWING CLOSELY THE RECOMMENDATIONS OF THE IN-HOUSE WORKING GROUP ON RESTRUCTURING OF UNESCO THAT HE ESTABLISHED JUST AFTER TAKING OFFICE. THEREFORE, WHILE THERE LIKELY TO BE CONSIDERABLE OPPOSITION FROM AT LEAST A SEGMENT OF THE SECRETARIAT AS A BUREAUCRATIC REFLEX AGAINST CHANGE PER SE, THE NEW DIRECTIVES CERTAIN TO HAVE THE IMPORTANT PERSONAL SUPPORT OF THEIR AUTHORS IN THE SECRETARIAT. AS IN THE CONCEPTUAL SUBSTANCE OF HIS RE-STRUCTURING, M'BOW IS PROCEEDING VERY PRAGMATICALLY VIS-A-VIS HIS OWN SECRETARIAT. AS A FINAL NOTE, THE ENTIRE RE-ORGANIZATION EFFORT WILL PROBABLY TAKE AT LEAST A YEAR TO IMPLEMENT, ENTAILING AS IT DOES THE

PHYSICAL SHIFTING OF LARGE ELEMENTS OF THE SECRETARIAT.
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